

GOVERNMENT OF INDIA.

DECENTRALIZATION COMMITTEE

FOR THE

ROYAL COMMISSION

ON

DECENTRALIZATION.

NOTE ON CIVIL VETERINARY ADMINISTRATION

(WITH SUGGESTIONS)

BY

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TABLE OF CONTENTS.

Memo.

	Page
Early History	1
Civil Veterinary Department founded 1890	1
Inspector General, Civil Veterinary Department appointed, 1892 ...	1
Organization of subordinate staff, 1893	1
Veterinary Colleges and Schools	2
Retransfer of army horse breeding to military control, 1903 ...	2
Further development of subordinate staff	3
Duties of Inspector General	3
Association of Veterinary and Agricultural Departments ...	4
Recruitment and subordination of superior Veterinary staff ...	4
Powers of Inspector General, Civil Veterinary Department and Local Governments	5
Veterinary Board	5
Provincial Veterinary organization	5
Cattle breeding	7
Legislation against cattle diseases	7
Suggestions for decentralization	13
Examination of Government of India Secretariat work ...	15
Present position of Provincial Veterinary Department ...	Appendix I.
Legislation for the suppression of diseases among animals ...	Appendix II.
Powers already exercised by the Inspector-General, Civil Veteri- nary Department	Appendix III.
Powers recently delegated to Local Governments outside those already conferred upon them by the Civil Service Regulations, etc. ... सत्यमेव जयते ...	Appendix IV.

CIVIL VETERINARY ADMINISTRATION.

PART I.

Early History.

During the past fifty years the attention of Indian Governments has on various occasions been directed to the prevalence of cattle diseases and the enormous losses inflicted by them on the agricultural population. Destructive outbreaks of rinderpest have led to investigations, suggestions for action, and attempts at curative and preventive measures in almost every Province. But, until recent years, the action taken has been of a fitful and desultory character and produced no permanent results. It was clearly shown by the Cattle Plague Commission appointed by Lord Mayo's Government in 1868 that nothing effective could be done without a skilled agency and a complete scheme of local investigation. The creation of such an agency was one of the first questions which the Department of Revenue and Agriculture was called upon to consider on its resuscitation in 1881. Owing to financial reasons, however, it was not till 1890 that the Government of India found themselves in a position to lay the foundation of a permanently organized Civil Veterinary department. A decision to transfer the control of the Army Horse-Breeding department from the Military to the Revenue and Agriculture Department with the object of enlisting the co-operation of district establishments and local bodies in promoting the supply of army remounts and transports animals, and a reduction in the army veterinary cadre, afforded the opportunity of securing a small staff of skilled veterinary officers; and with this material a beginning was made. The available veterinary officers were distributed among the Provinces, such Provincial veterinary establishments as existed were incorporated in the scheme, and in 1892 the designation of the General Superintendent of Horse-Breeding was changed to Inspector General, Civil Veterinary department.

Civil Veterinary Department founded, 1890.

H. B. A. Progs., April 1890, Nos. 10-18.

H. B. A. Progs., November 1891, Nos. 16-72.

A. Progs., June 1892, Nos. 9-40.

Inspector General, Civil Veterinary Department, appointed, 1892.

A. Progs., July 1893, Nos. 30-33.

Organization of subordinate staff, 1893.

2. In 1893 the duties of veterinary officers were defined and the lines of future action laid down, in both of which, owing to the obligation resting on the department, horse-breeding occupied a foremost place. The next step was the creation of a subordinate veterinary agency, and in a circular letter (No. 41), dated the 27th October 1893, the Government of India put forward for the opinion and proposals of Local Governments a scheme for the appointment of veterinary assistants and the establishment of veterinary dispensaries. The replies received showed that the scheme was too

rigid and expensive, and that the necessity of adapting the proposals to local circumstances had not been sufficiently recognized. Accordingly, the whole question was reconsidered in a Resolution (No. 16), dated the 17th September 1895, under the three heads of (1) subordinate establishment, (2) inspecting establishment, and (3) schools and colleges. In regard to the first the Government of India decided that the whole cost of the veterinary assistant staff should be, ultimately if not immediately, borne by local funds, and that where this was not legally permissible, legislation to make it so should be undertaken. As regards the inspecting or district establishment, the proposal was that there should be a graded and pensionable staff of senior veterinary assistants (afterwards styled veterinary inspectors) and that the control of this superior staff should rest with Government even if Local Boards ultimately contributed to the cost. The scheme was, in its main features, an adaptation of the subordinate medical organization, and the Government of India "hoped that some day every tahsil in India will have at least one itinerant veterinary assistant, every municipality of any importance a veterinary dispensary, to the cost of which the municipal and district funds should alike contribute, and every three or four districts a senior veterinary assistant".

A. Progs., October 1895, Nos. 36-44.

3. As regards instruction, there existed in 1895 a veterinary college at Bombay and veterinary schools at Lahore, Calcutta Rangoon and Ajmere. The Government of India decided that the Lahore school should be raised to the rank of a college, but postponed adding to the number of schools till the demand for instruction increased. A three years' course was prescribed for a college diploma, and a two years course for a school certificate; the former being the qualification required for a senior veterinary assistant's post, and the latter for appointment as veterinary assistant.

Veterinary Colleges and Schools.

4. During the succeeding five years some progress was made in organizing the subordinate service and strengthening the superior supervising staff, but the energies of the department were principally absorbed in horse-breeding duties and, owing partly to this cause and partly to the difficulty of providing funds, Local Governments were slow in proceeding with the former. In 1900 a Commission was appointed to enquire into the system of horse-breeding and its effects on the supply of army remounts, the upshot of which was that the Military Department decided to resume control of

Retransfer of army horse-breeding to military control, 1903.

A. Progs., April 1903, Nos. 8-13.

horse-breeding operations within certain selected areas in the Punjab, United Provinces, and Bombay, and in Sindh and Baluchistan. This transfer was carried out in 1903, and the Civil Veterinary department has since been able to devote more attention to its legitimate duties relating to cattle breeding and disease, though it still serves military interests in promoting the breeding of horses and mules outside the selected areas above-mentioned.

Further development of subordinate Staff.
A. Progs., June 1904, Nos. 1-3.

5. In 1904 the Government of India reviewed the position which had been reached, and in a Circular letter (No. 4-146), dated the 21st May 1904, urged on Local Governments the necessity of a further advance towards the provision of an adequate subordinate veterinary agency, the necessity for which had become more urgent with the discovery, and increasing popularity, of a method of protective inoculation against rinderpest, one of the most destructive scourges of Indian cattle. To meet the insufficiency of superior control arising from the necessarily limited staff of European officers or "Superintendents", they also proposed the creation of a graded staff of Provincial officers under the designation of deputy superintendent, on salaries ranging from Rs. 150 to Rs. 400 a month. The decision in the following year to increase the Imperial grant for agriculture, etc., by 20 lakhs, enabled the Government of India to offer Local Governments substantial assistance towards improving the civil veterinary administration, and since then seven officers have been added to the European staff and various measures of expansion have been undertaken or are in progress. A summary of the present position in each Province will be found in Appendix I; here it will be sufficient to sketch the constitution and duties of the two sections of the department—Imperial and Provincial.

A. Progs., November 1905, Nos. 1-4.
A. Progs., May 1906, Nos. 5-7.

Duties of Inspector General.

6. The Inspector General is the professional head of the department and the adviser of the Supreme and Local Governments on all veterinary matters. He has also immediately under him the Imperial Bacteriological Laboratory at Muktesar in the United Provinces, maintained for the purpose of investigating cattle diseases and their remedies, and the Hissar Cattle Farm, the main objects of which are the supply of draught cattle for military purposes and of a good breed of bulls for agricultural farms, etc. His position in regard to Local Governments and their officers was laid down in the following

A Progs. July 1893, Nos. 30-33.

terms in a Resolution dated the 4th July 1893 :—

“ The Inspector General of the Civil Veterinary department will be permitted to correspond direct on purely technical matters with Local Governments and Administrations or such officials subordinate to them as they may authorize for this purpose, and to submit to the Local Governments for consideration and orders, without reference to the Imperial Government, notes and suggestions on all subjects connected with the department, except on those cases in which important questions of principle are raised, or in which the sanction of the Government of India is, under the rules of administration, requisite ”.

Subsequently it was found that the words “purely technical matters” unnecessarily limited the initiative of the Inspector General and they were expunged, the Inspector General being left free “to communicate with Local Governments and Administrations, to advise them and to make such suggestions for their consideration as may seem desirable, on matters which did not require the orders of the Supreme Government.” In order that the Government of India should be kept informed of matters of importance dealt with by him, the Inspector General was required to submit a monthly abstract of correspondence, but this return has recently been discontinued.

A. Progs., November 1894, Nos. 18-19.

7. The orders of 1893 also placed the Civil Veterinary department in every Province under the general control and supervision of the head of the Provincial Agricultural department, the Director of which is therefore also the administrative head of the Provincial veterinary staff, and all correspondence between the Inspector General and the Provincial veterinary Superintendents is conducted through him. A necessary and advantageous association between agricultural and veterinary work is secured by this arrangement, which does not exist in the case of the Imperial Agricultural and Veterinary departments, which are under separate heads, though it is also provided for there to some extent by the system of conferences and the co-ordinating functions exercised by the Board of Scientific Advice.

Association of Veterinary and Agricultural Departments.

8. The present superior veterinary cadre consists of 32 officers (of whom 20 are employed under the Provincial Governments), as against 19 officers in 1891. Some of these officers belong to the Army Veterinary department out of which the Civil Veterinary department was originally formed ; but the War Office having objected to the continuance of recruitment from this source, appointments have, since 1900, been filled by the Secretary of State from candidates who have been educated at

Recruitment and subordination of superior veterinary staff.

veterinary colleges in England.

9. Veterinary officers are required to report to the Inspector General the dates of their making and taking over charge of appointments, and of their departure and arrival when proceeding on or returning from leave; and their applications for leave are sent up by Local Governments to the Government of India through the Inspector General. This procedure is due to the fact that the whole superior veterinary staff is borne on an Imperial list and their salaries are met by the Government of India. Local Governments have, however, been empowered (since 1904) "to grant short leave, not exceeding three months, to officers of the Civil Veterinary department serving under their orders, in cases where it is not necessary to provide a substitute from the Imperial list, on the understanding that the Inspector General, Civil Veterinary department, is consulted in each case before the leave is granted".

A. Progs., July 1904, Nos. 5-9.

Powers of Inspector General, Civil Veterinary Department and Local Governments.

10. Appendix III shows the powers already exercised by the Inspector General and the additional powers which it has recently been decided to delegate to him. Some special powers have also been delegated to Local Governments in connection with veterinary matters and these are shown in Appendix IV.

Veterinary Board.

A. Pros., Aug. 1905, No. 16.
A. Pros., June 1907, Nos. 19-31.

11. Following the example of the Agricultural department, it has been arranged that the programme of veterinary work should be discussed at periodical conferences, under the presidency of the Inspector General, Civil Veterinary department, at which the controlling officers of the veterinary and agricultural departments and any other officers of those departments whom Local Governments may wish to depute will be present, but details of the procedure to be adopted have not yet been finally settled.

Provincial veterinary organization.

12. In its main features the organization of the Provincial veterinary establishments has followed the lines laid down by the Government of India in 1895 and 1904; but several important changes in those orders have been found necessary. Madras has been provided with a college, the Ajmere veterinary school has been amalgamated with the Lahore institution, and the Calcutta school now ranks as a college. There are thus at the present time four veterinary colleges, *viz.*, at Bombay, Lahore, Calcutta and Madras, and a veterinary school at Rangoon. The two years' course at the colleges has been abolished and both inspectors and veterinary assistants

go through the three years' graduate course. The removal of this educational distinction has resulted in a closer approximation of the two classes as regards recruitment and promotion, and in a revision of their scales of pay, which Local Governments have been permitted to vary according to local circumstances. At the same time the creation of the additional class of deputy superintendent (for which a post-graduate training is required) has laid the foundation of a superior Provincial service which should in time supply the present deficiency in the supervising staff. The line of distinction between the Provincial and subordinate services, however, has not yet been clearly defined.

13. But the most important change perhaps is the organization of the veterinary assistant staff on a Provincial instead of a purely local basis. In their Resolution of the 17th September 1895 the Government of India said:—

"What is required for the subordinate staff is a body of fairly qualified men who will work in the districts and villages, and among the people, and whose principal charge, since arrangements have already been made for the care of Government animals, will be stock belonging to private persons, and chiefly cattle, the number of which far exceeds the number of horses, mules and donkeys. This being the case, it follows that the men should be paid from local funds, not only because the services they will render are essentially services which should be paid for from that source, but also because, if they are Government servants, the people will be far less likely to get good work out of them than if their appointment, promotion, and dismissal rest solely with the local bodies. It is the main feature of the scheme as now formulated, that the district staff should be paid by the local bodies whom they are to serve, Government undertaking to supply a body of trained men for the purpose, and only the inspecting establishment necessary for the supervision of their work being paid for from Provincial funds".

14. The Government of India appear to have so far receded from this position that the subordinate establishment is now a permanent and pensionable Government service in most Provinces; but the principle has been maintained that the expenses should as far as possible be met from local funds. Local bodies accordingly contribute, in whole or part, the cost of veterinary assistants, dispensaries, medicines and instruments, and also towards the purchase and up-keep of bulls and stallions used for stud purposes in the districts. The change is due partly to the poverty of local bodies, but mainly to the acceptance of the view that a Provincial organization is necessary to efficiency. The extent to which local bodies are actively associated in veterinary

administration varies in different Provinces and appears to be closest in the United and the Central Provinces.

15. As shown in Appendix I, sanction has now been given to the creation of a considerable veterinary staff in every Province, but the sanctioned appointments are as yet far from being completely filled, though the training of men to fill vacancies is being pushed on. At present no fees are (as a rule) charged to cultivators for veterinary treatment of cattle and other services.

Cattle Breeding.

16. In the direction of the breeding and improvement of agricultural stock the department is still on the threshold of its work. Horse and mule breeding in the tracts best fitted for the purpose are, as already stated, the business of the Army Remount department. Outside these tracts the industry is fostered by the Civil Veterinary department, which provides stallions at suitable centres for the service of approved mares and offers prizes for the best produce. But measures for the breeding of cattle have not yet reached the same stage of development nor have the lines of experiment been finally decided upon. Cattle farms have, however, been or are in process of being established in most Provinces, and a survey of the breeds of cattle has been projected. Cattle-breeding forms a point of contact between the duties of the Agricultural and Veterinary departments, and their respective responsibilities in regard to cattle-farms appear to be still undetermined, some of these institutions being under the former and some under the latter department.

Legislation against Cattle Disease.

17. The provision of veterinary aid, though an essential, is not the only measure requisite for dealing effectively with contagious cattle-diseases, and the necessity has been recognised of enforcing by law safeguards which veterinary science has proved to be essential for the preservation of live stock. In India, however, religious prejudices render the adoption of the drastic methods pursued in western countries impossible in the case of bovines. Appendix II gives a summary of such legislative measures as have been undertaken, and it will be seen that up to the present time, with the exception of an Act passed by the Madras Government in 1866, which has for the most part remained a dead letter, legislation has been directed chiefly to the protection of horses and other non-sacred animals, and to the exclusion of animals of all kinds imported from countries where epizootic diseases may be prevalent.

18. As in the case of agriculture, the initiative in veterinary measures has to a large extent proceeded from the Government of India, and this has involved the reference to them of many matters of details which, in ordinary branches of administration, would be left to Local Governments.



APPENDIX I.

Present position of Provincial Veterinary departments.

A. Progs., June 1902, Nos. 1-8.
A. Progs., April 1903, Nos.
A. Progs., April 1904, No. 7.

Agri. A. Progs., January 1907, Nos. 38-39.

A. Progs., March 1907, Nos. 23-25.
A. Progs., June 1907, No. 1.

A. Progs., August 1906, Nos. 8-10.
A. Progs., November 1906, No. 24.

1. *Madras*.—(1) Until 1903 veterinary instruction was represented by a course of lectures at the Saidapet Agricultural School established in 1876. In 1903 the Government of Madras opened a veterinary college at Vepery for the training of a subordinate veterinary staff. There is only one European veterinary officer allotted to the Province, who is both principal of the college and Superintendent of the department. A second officer was applied for in 1906 but the proposal was negatived by the Secretary of State.

(2) The subordinate veterinary agency has, until recently, consisted of a few stock inspectors to itinerate among the villages and enforce the provisions of the Madras Cattle Disease Act, 1866 at cattle fairs. Sanction has now been given to a complete scheme comprising veterinary dispensaries at 82 stations, 132 veterinary assistants (on Rs. 30 to 85), 15 inspectors (on Rs. 85 to 120) and three Deputy Superintendents (on Rs. 200 to 400). A portion of the cost is to be contributed by local funds, but the establishments are classed as Provincial and pensionable, and are under the control of the veterinary Superintendent. The scheme was sanctioned in June 1907 and its early realization depends upon the training of candidates at the college.

2. *Bombay*.—(1) Veterinary instruction in this Province was first attempted in 1878, in the agricultural classes attached to High Schools and in the Poona College of Science. The teaching was, however, purely theoretical. This proving unsatisfactory, a veterinary college was established at Bombay in 1886. The superior college staff consists of a principal and an assistant principal, both officers of the European veterinary service.

(2). There are two veterinary Superintendents in the Province, one for the Presidency proper and the other for Sind. Baluchistan and Rajputana are also included in the charge of the latter. The subordinate service, recently sanctioned, consists of a Provincial and pensionable staff of 215 veterinary assistants (on Rs. 30 to Rs. 100 a month), 24 inspectors, (one for each district, on Rs. 100—150), and four deputy superintendents, (one for each Commissioner's

division, on Rs. 200 to Rs. 400). The cost of veterinary dispensaries is to be met from local funds and grants-in-aid from Provincial revenues.

3. *Bengal*.—(1). A veterinary school started at Calcutta in 1894 was raised to the rank of a college in 1899. It is under a principal who ranks as a veterinary Superintendent. Proposals to add a second officer as assistant principal were made in 1905 but negatived by the Secretary of State.

A. Progs., October 1898, Nos. 1-4.

Agri. A. Progs., January 1907, Nos. 38-39.

(2). The executive branch of veterinary administration is supervised by a single Superintendent. A scheme for a Provincial veterinary service has recently been sanctioned by the Secretary of State. It provides for 9 deputy superintendents (on Rs. 150 to 400), of whom 5 will be employed as lecturers at the college, 30 inspectors (on Rs. 70 to 150), and 229 veterinary assistants (two for each sub-division, on Rs. 30 to 50). The service will be pensionable and the cost distributed between Provincial and local funds.

Despatch No. 232, dated 20th June 1907.

4. *Eastern Bengal and Assam*.—No veterinary school or college has for the present been provided for this Province, the Bengal institution being available for its students. The superior staff consists of one veterinary Superintendent, and the Secretary of State's sanction has been asked to a pensionable subordinate service of 2 deputy superintendents, 8 inspectors and 120 veterinary assistants on scales of pay somewhat higher than those fixed in Bengal.

Despatch No. 282, dated 1st August 1907.

5. *United Provinces*.—Veterinary education is not provided for in this Province and the subordinate staff is recruited from men who have qualified at the veterinary colleges of other Provinces. There are two veterinary Superintendents, and the scheme of subordinate establishment which the Secretary of State has been asked to sanction provides for the ultimate recruitment of 210 veterinary assistants, (on Rs. 30 to 50 with a pony allowance of Rs. 8 to 15), 20 inspectors, (on Rs. 75 to 120), and 2 deputy superintendents, (on Rs. 150-400). The veterinary assistants (with certain exceptions) are employed and paid for by District Boards but controlled by the veterinary Superintendents, who have authority to transfer and punish them with the consent of the Boards. In deciding not to provincialize the veterinary assistant service, the Local Government explained "it is the policy of this Government that the assistants should be associated as

Despatch No. 281, dated 1st August 1907.

A. Progs., July 1901, Nos. 5-11.

closely as possible with the machinery of local self-government".

6. *Panjab*.—(1) In May 1882 the Government of India, Military Department, opened a veterinary school at Lahore under the control and management of the Panjab Government. The school was designed primarily for the training of competent *salutris*, or native farriers for the army and horse-breeding departments, but private students wishing to qualify as cattle doctors were also admitted. Upon the creation of the Civil Veterinary department, the school was transferred to that department, and in 1896 it was raised to the status of a college. In 1905 the college was enlarged and the Ajmere veterinary school was amalgamated with it. This school was started in 1894 to provide veterinary practitioners for the Native States of Rajputana by whom the expenses were met, but it had not proved a success. The staff of the Lahore college consists of a principal and two professors drawn from the superior veterinary service, and nine native assistant professors. The Lahore college is the largest veterinary educational institution in India at present.

A. Progs., February 1906, Nos. 2-16.

(2) The district veterinary establishment of the Province is under three Superintendents, one of whom is also in charge of veterinary administration in the North-West Frontier Province. In 1901 the veterinary assistant staff, till then maintained by District Boards and Municipalities, was provincialized, the local bodies contributing to Provincial revenues the sums actually disbursed by them at the time in pay and allowances, and the Provincial Government undertaking all future charges on this account. Local bodies remained directly responsible for expenditure on hospitals, medicines, equipment and contingencies. In 1907 the rates of pay for veterinary assistants was revised and increased (now Rs. 30 to 50). The number at present employed is 101 but it will ultimately be increased to about 170. There are also 24 veterinary inspectors (on Rs. 75 to 125). No deputy superintendents have yet been appointed.

A. Progs., March 1907, Nos. 3-4.

A farm for the improvement of breeds of cattle has recently been established under the Veterinary department at Sargodha in the Jhelum Canal Colony.

7. *North-West Frontier Province*.—As noted above, this Province shares the service of a veterinary Superintendent with the Panjab. The subordinate establishment is organized on the same lines as that of the Panjab and consists of 2 inspectors and 19

A. Progs., March 1906, No. 1.

veterinary assistants, towards the cost of which local bodies contribute.

8. *Central Provinces*.—Up to the year 1902 this Province was without a permanent veterinary Superintendent and had to depend on the services of any officer who could be spared from time to time by the Government of India. It is now provided with a single permanent Superintendent. There is no veterinary school or college in the Province and its subordinate establishment is trained elsewhere. The sanctioned subordinate staff consists of 126 veterinary assistants, (on Rs. 30 to 50), and 6 inspectors, (on Rs. 75 to 120), but is as yet only partially completed. Local funds contribute to the cost of the veterinary assistants, who are appointed by District Boards subject to the concurrence of the veterinary Superintendent. They are, however, liable to transfer under the orders of the Director of Agriculture which are passed in consultation with the divisional Commissioner. The appointment of a deputy superintendent has been postponed for the present.

A. Progs., January 1902, Nos. 12-15.

A. Progs., September 1906, Nos. 31-32.

A. Progs., May 1907, Nos. 18-19.

9. *Burma*.—(1) Veterinary instruction in Burma was begun in 1874 by the starting of a school at Rangoon, which has continued to the present time and has trained a considerable number of Burmans in the rudiments of veterinary practice. The school is in charge of one of the three veterinary Superintendents allotted to the Province.

(2) In 1883 a small veterinary department was created with 15 trained Burman veterinary practitioners who worked under the orders of District Officers and the professional supervision of the principal of the school. These small beginnings have now being expanded into a staff, (sanctioned but not yet completed), of 3 veterinary Superintendents, 5 deputy superintendents, (on Rs. 200 to 500), 12 inspectors, (on Rs. 150 to 150), and 120 veterinary assistants (on Rs. 30 to 60). Of the veterinary assistant staff, those employed in Lower Burma are paid from the District Cess Funds which defray some of the duties falling on District Boards elsewhere.

A. Progs., July 1906, Nos. 1-3.

A. Progs., September 1906, No. 9.

APPENDIX II.

*Legislation for the suppression of diseases among animals.***Madras Cattle Diseases Act, II of 1866.**

The earliest Indian legislation of a special kind for the prevention of diseases among animals appears to be Madras Act II of 1866, which was the outcome of investigations into cattle murrains commenced by the Local Government in 1863. The Act aims chiefly at enforcing segregation through the medium of special "hospital pounds" in any local area notified by the Local Government. For this purpose the poundkeeper, or other person authorized by the magistrate, is empowered to seize and remove diseased animals to the pound for treatment and to destroy them if necessary.

2. The law has for the most part remained inactive for want of a reliable agency to carry out its provisions, though the Kurnool district was notified under it so late as 1887; but the threat of its enforcement has sometimes proved useful in commanding obedience to executive orders, and it appears to be enforced at cattle fairs. It has been applied to the City of Madras, where the President of the Municipal Commission exercises the functions of the magistrate under its provisions (Madras Act, I of 1879).

Bengal Contagious Diseases (Animals) Act, VIII of 1880.

3. In 1880, the Bengal Government passed a law dealing with diseases amongst horses. The Act applied to Calcutta and its suburbs, but could be extended by the Local Government to any town or place in Bengal. Its provisions were similar to those of the Glanders and Farcy Act (see para. 8 below), but they left the initiative to the police and gave insufficient powers of entry and search. In 1905, the Bengal Government decided to substitute action under the Glanders and Farcy Act, and repealed their law of 1880.

Contemplated legislation in Punjab

3. In 1884, the Punjab Government pressed for legislation to enforce segregation, but after obtaining a report on the working of the Madras Act and consulting other Local Governments, the Government of India decided that the time had not arrived for dealing with cattle disease by legislation.

In Bombay.

4. In 1891, the Bombay Government reopened the question, maintaining that the necessary trained agency was now available, and the Government of India with some hesitation, assented to a resort to local

legislation, but the proposal was eventually dropped by the Bombay Government.

5. In 1894, the Burma Government submitted a draft Bill for dealing with cattle disease, but it was thought sufficient for the time being to make village headmen responsible for the protection of the village live-stock. Accordingly, by Act XI of 1894 and Regulation IV of 1894, the duties of village headmen in Lower and Upper Burma laid down in Act III of 1889 and Regulation XIV of 1887, were extended to the taking of such measures for "the cure or prevention of the spreading of any contagious or infectious disease among domestic animals of any kind," as may be prescribed in rules made by the Commissioner with the previous sanction of the Local Government.

Legislation in Burma.

6. In cantonments power to deal with animals suffering from infectious or contagious diseases is given by section 26 (22) of the Cantonments Act, XIII of 1889; and Railways are authorized to refuse to carry animals suffering from such diseases by section 54 of the Indian Railways Act, XIII of 1890.

Cantonments and Railways.

7. The prevalence of tick or 'Texas' fever in Queensland, the danger of its introduction into India through the medium of the import trade in horses from that Colony, and the absence of any law forbidding the importation of diseased animal, or animals from infected places, resulted in the passing of the Live-stock Importation Act of 1898. The enforcement of the Act against Queensland was, however, averted by the Government of the Colony undertaking that no horses should be embarked from an infected area until they had been segregated and certified to be non-infectious; and no occasion has since arisen for taking action under the law. It is an enabling measure which gives the Government of India powers to "regulate, restrict or prohibit" the importation of live-stock, and Local Governments authority to make rules "subject to the control of the Governor General in Council" for the "detention, inspection, disinfection or destruction" of imported live-stock. Action under the Act affects foreign trade relations and hence demands the close supervision of the Supreme Government.

The Live-stock Importation Act, IX of 1898.

8. The Glanders and Farcy Act originated in an outbreak of glanders in the western Punjab in 1879, which threatened serious consequences to the horses and mules of the forces on the frontier. Legislation was undertaken to legalize the destruction of diseased horses (Act XX of 1879), but

The Glanders and Farcy Act, XIII of 1899.

Madras, Bombay and Bengal were excluded from its operation, the Governments of these territories being left to deal with the matter in their own legislatures if necessary. In 1886, the Act was extended to Bombay, (Act XXIV of 1886), at the Local Government's request, and in 1881 to Chota Nagpore under the Scheduled Districts Act. In 1896, it was made applicable to the whole of India by Act XV of that year. In 1899, the law was amended so as to give larger powers of entry and inspection, and to admit of its application to other dangerous epidemic diseases amongst equines besides glanders and farcy.

9 Act XIII of 1899, (as amended by Act XI of 1901), does not apply to cattle; and though it extends to the whole of British India, it is operative only (section 3) in areas notified by the Local Government. Its provisions include the right of entry into private premises and the seizure and destruction of diseased horses without compensation to owners. The appointment of officers under the Act, (inspectors and veterinary practitioners), and the power to make rules rests with Local Governments; but the law cannot be applied to any "dangerous epidemic disease" among horses, other than glanders and farcy, until such disease has been notified by the Governor General in Council "either generally or in respect of any local areas" [section 2 (1)]. Under this provision, *surra* and *lymphangitis epizootica* have been notified in local areas in several Provinces where the necessary skilled veterinary agency for their detection and treatment is available.

APPENDIX III.

A.—Powers already exercised by the Inspector General, Civil Veterinary department.

As head of the department, the Inspector General has full powers of direction and control over the officers immediately subordinate to him, *i.e.*, the staff of the Imperial Bacteriological Laboratory at Muktesar, the Hissar Cattle Farm, and the expert appointed for the investigation of camel diseases.

2. Apart from the authority exercised by all heads of departments over expenditure and establishments, the Inspector General has been authorised to exercise powers under the financial rules mentioned below.

I.—Under the Civil Service Regulations.

Article 1000.—To sanction carriage of camp equipment by rail and steamer at Government expense (in the case of the camel specialist only).

A. Progs., August 1906, Nos. 20-24.

Article 1051.—To grant travelling allowance for maintaining a standing camp during temporary absence therefrom.

A. Progs., September 1890, Nos. 25-25.

Article 1107.—To grant travelling allowance to inferior servants on transfer.

A. Progs., December 1900, Nos. 11-12.

II.—Under the Civil Account Code.

Article 76.—To make transfers from one detailed head of contingencies to another within the total limit of the grant for contingent charges in the estimates of his department.

A. Progs., December 1896, Nos. 1-2.

Article 98 (e).—To purchase books, newspapers and periodicals.

B. Progs., August 1895, Nos. 6-7.

Article 98 (f) and (v).—To purchase special stationery and typewriters.

A. Progs., June 1907, Nos. 15-17.

Article 98 (k).—To purchase locally articles of European manufacture above Rs. 50 in value (instead of up to Rs. 50 the usual limit).

B.—Powers now proposed, with the assent of the Finance Department, to be delegated to the Inspector General, Civil Veterinary department.

General File No. 150 of 1907.

3. The question of extending the Inspector General's authority has been under consideration of the Department of Revenue and Agriculture and, with the assent of the Finance and Public Works Departments, he is to be invested with the following additional powers under the Financial and Public Works Department Codes:—

(a) Under the Civil Service Regulations.—

Articles 72 and 74.—(Grant of *honoraria* for work done outside the scope of an offi-

cer's ordinary duties) ; up to a limit of Rs. 500 in each case instead of Rs. 100 as at present.

Articles 77 to 82.—(Temporary appointments and deputations) ; in cases in which the salary or salary *plus* deputation allowance, as limited by Article 81, does not exceed Rs. 100 monthly.

Article 442 (c) and (d).—(Medical certificate to be accepted from an officer applying for invalid pension) ; in cases in which the powers conferred under Articles 914 and 918 may be exercised.

Articles 914 and 918.—(Grant of pension reported by the Audit Office to be admissible) ; in the case of non-gazetted establishment only.

Articles 996 (b), 997, 998, 999, (ii), 1000, 1020, 1042, 1056, 1060, 1062, 1066, 1100, 1117 and 1138.

These are all rules under the travelling allowance regulations which leave the controlling authority to decide, in certain circumstances, the claim of an officer to travelling expenses, or to grant an exemption from the ordinary restrictions, or to determine certain matters for which the rules do not specifically provide.

(b) Under the Civil Account Code.—

Article 282.—To authorize transfer of grants between detailed heads in the sanctioned estimates of his department.

Article 278, clauses (1) and (2).—To revise subordinate establishments (subject to budget provision and an aggregate limit of Rs. 3,000 in any year), provided no new appointment is created on a pay exceeding Rs. 50 a month, and the salary of no existing appointment on less than Rs. 50 a month is raised beyond that amount.

Article 281.—To sanction contingent expenditure up to a limit of Rs. 1,000 in each case, and items of recurring contingent expenditure up to a limit of Rs. 15 a month in each case. (As to this see remarks in paragraph 23 (1) of Memorandum.)

Article 279.—To write-off irrecoverable value of stores or money lost by fraud or negligence, subject to a limit of Rs. 500 in cases of fraud, and 1,000 in cases of loss or destruction of stores.

Articles 52 and 77.—To draw advances of salary while on tour, and to sanction permanent advances up to a limit of Rs. 500 with the concurrence of the Accounts Officer.

(c) *Under the Public Works Department
Code—*

*Articles 771-A, 981 et seq.—*Volume I, paragraph 1965, Volume II, and Financial Resolution No. 2916, dated 1st June 1906. To undertake in his own department, or to give administrative approval and sanction in the Public Works department (subject to budget provision), to works of construction and repair within a limit of Rs. 2,500 in each case.



APPENDIX IV.

Powers recently delegated to Local Governments outside those already conferred upon them by the Civil Service Regulations, etc.

A. Pros., May 1907, No. 31.

(1) To grant a charge allowance to veterinary Superintendents when it is admissible under rule. (The pay of these officers being imperial the allowance could not formerly be given without a reference to the Government of India.)

A. Pros., July 1907, Nos. 5-9.

(2) To grant short leave to gazetted veterinary officers employed under Local Governments. (These officers being on an imperial list, the grant of leave to them ordinarily requires the sanction of the Government of India.)

A. Pros., Dec. 1902, Nos. 24-29.

(3) To extend the period within which a veterinary officer is required to pass an examination in the vernacular.

A. Pros., Aug. 1906, Nos. 25-27.

(4) To grant travelling expenses to students deputed to veterinary colleges or any technical schools or colleges in India for training.

A. Pros., Aug. 1906, Nos. 17-18.

(5) To grant leave allowance under Article 291, Civil Service Regulations, to temporary syces employed in the Civil Veterinary department during absence from work on account of injuries received in the course of their duty.

A. Pros., May 1905, Nos. 28-29.

(6) To decide as to the agency to be employed in the purchase of the stallions required for horse and mule breeding outside the areas under the control of the Army Remount department (Punjab and United Provinces Governments).



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PART II.

Suggestions for decentralisation.

18A But now that the general policy is firmly established, and the organization of veterinary establishments throughout the country has been sanctioned, it should be possible to entrust future development more completely to Provincial guidance, assisted by the Inspector General. The services of this officer as their professional adviser do not appear at present to be as freely utilized by Local Governments as they might be in dealing with proposals which come before them. His advice and criticisms have, in consequence, to be offered to the Government of India on questions referred by Local Governments in which he might, with greater advantage and a saving in correspondence, have been consulted before hand by them or their officers.

19. Another point deserving of notice is the tendency of the Provincial schemes which have been sanctioned to weaken the interest of local bodies in veterinary matters. The Government of India have decided that District Boards should be closely associated with veterinary work, that the cost of the staff actually employed in rendering veterinary aid to the owners of cattle, and of their equipment, should be a charge upon local funds, and that these funds should, if necessary, be supplemented for a time by grants in-aid from general revenues to enable them to meet the expenditure. But the arrangements adopted in some Provinces, while exacting contributions from local bodies, appear to aim at centralizing authority in the hands of the professional officers of the department. In these circumstances it may be doubted whether local bodies are likely to develop that active interest in veterinary administration which it is the policy of the Government of India to secure. It is no doubt desirable that veterinary assistants, like the analogous subordinate officers of the Medical department, should be on a general Provincial list; but while working in districts, they should be under the control of the District Board, which should have a right to demand the removal from its sphere of any man whose work it may find unsatisfactory.

In the United Provinces and the Central Provinces the original intentions of the Government of India appear to have been closely adhered to, and possibly in other Provinces this may be so to a greater extent than appears from the correspondence; but the position actually assigned to District Boards and similar bodies in the veterinary

scheme is an important one which seems to deserve further enquiry and consideration.

20. Owing apparently to the fact that the department as first constituted was mainly an Imperial horse-breeding department, its officers have been retained on an Imperial list and their salaries and allowances continue to be borne by the Supreme Government. Conditions have however altered, the staff has been largely increased, and the duties of the officers allotted to each Province are now exclusively provincial. The original reasons for a wholly imperialized staff have in fact disappeared, and the position is the same as in the Agricultural department where each Province has its own staff of experts. The question of provincializing the superior veterinary appointments under Local Governments, and transferring the grants for their salaries and allowances now provided from Imperial revenues to the Provincial Account, has already been raised and tentatively considered in the Secretariat, and it is suggested that this measure, which would relieve the Government of India of a good deal of unnecessary work, ought to be carried out.

21. In regard to the Glanders and Farcy Act, it is observed (section 2 (1) of the Act) that the Government of India while leaving to Local Governments the discretion of bringing the Act into operation, have reserved the power of deciding to what diseases other than glanders and farcy and in what areas in respect of such diseases it should be made applicable, and whether this application should be made generally or in respect of any local areas. Once a disease has been notified as proper to be dealt with under the Act, the Local Government ought to have discretion as to the specific application of the law in respect thereto, which does not appear to be the case at present.

PART III.

22. The following is an analysis of the files containing the veterinary correspondence dealt with in the Department of Revenue and Agriculture during the year 1906.

23. Forty-five files involving expenditure under financial or other rules; of these 15 related to large schemes or to recruitment, remuneration, etc., of the superior staff; 22 to minor matters; 5 to construction and repairs of buildings; and 3 to stores.

(1) With the enlargement of Local Governments' financial powers, and the delegation of powers to the Inspector General, to which the Department of Revenue and Agriculture has obtained the concurrence of the Finance Department, (see Appendix III), there should be a considerable reduction in references of this class. In regard to the Inspector General, it is observed that his authority to sanction recurring contingent expenditure is to be limited to Rs. 15 a month in each case. As the Inspector General is to get full powers under clauses (1) and (2) of Article 278 (a), Civil Account Code, it would simplify matters if he were given full powers under clause (3) of that article to sanction recurring contingent charges up to a limit of Rs. 200 in any year.

(2) Local Governments have been authorised to grant travelling allowance to students sent to any veterinary college for training, (File No. 101), and a similar concession has been made in the case of agricultural students (Agri. File No. 65). In File No. 131 the Government of India sanctioned a proposal of the United Provinces Government that a veterinary assistant already in service who was sent to a veterinary college for training, should continue to receive his full salary and count the period of training as service for pension. Such cases are likely to be numerous in the agricultural and veterinary departments, and it would save petty references if the ruling in the case quoted were made general, on the analogy of entry no. 3 of the list in Article 411, Civil Service Regulations. The concession should extend to veterinary subordinates attending a course of instruction in inoculation at the Bacteriological Laboratory under Circular No 3410-140, dated 16th September 1901, i.e., they should be treated as on duty in the same way as the officers deputed for a course in bacteriology under Circular No. 37-124, dated 17th December 1906.

A. Progs., August 1906, Nos. 25-27.

A. Progs., September 1906, Nos. 39-40.

A. Progs., September 1901, Nos. 20-21.

A. Progs., December 1906, Nos. 21-23.

(3) There are four files relating to the grant of house rent and charge allowance and the deputation of veterinary Superintendents which would have been disposed of by Local Governments under ordinary rules had the pay of these officers not been Imperial. If the suggestion made in paragraph 20 to provincialize the charges for veterinary Superintendents is not carried out, it might be considered whether Local Governments should not be given the same powers under the Civil Service Regulations in respect of these officers which they possess in respect of Provincial officers. In all but the incidence of their salaries these veterinary Superintendents are Provincial officers, and Local Governments have already been authorised to grant them charge allowances when such are admissible under the Civil Service Regulations (See Appendix IV).

(4) By the orders issued in File No. 45 the Inspector General has been authorized to sanction the issue of rinderpest and other sera from the Bacteriological Laboratory to the Straits Settlements Government on payment. This authority might be extended to cover all applications for sera which can be complied with without curtailing the supply required for Government purposes.

(5) In File No. 140 there is an application from the Chief Commissioner, North West Frontier Province, for sanction to entertain an additional veterinary assistant on Rs. 30 a month, which was apparently necessitated by the limitation on his powers in Article 278, note 3, Civil Account Code. The extension of the Chief Commissioner's financial powers will form part of the general question of the enlargement of the financial authority of Local Governments and Administrations.

24. Forty-five files relating to establishment matters: of which 17 concern leave, transfers, etc.; 13 various questions relating to promotion, pay, extension of service, etc., of officers of the department; 4 the passing of examinations; 4 the engagement of veterinary practitioners for foreign service; 7 general questions requiring settlement by the Government of India.

The following matters falling under this group require notice.

(1) With the exception of privilege leave, which Local Governments have been empowered to grant to the gazetted veterinary officers serving under them, all

A. Pros, October 1897, No. 12

transfers, leave, etc., of such officers require the sanction of the Government of India. The procedure on the subject is laid down in Circular No. 10-133, dated 28th October 1897 and involves a good deal of duplication of work, the greater part of which would disappear if the salaries of veterinary Superintendents were to be provincialised as proposed in paragraph 20. But even if this proposal is not adopted, there appears to be no good reason why a simpler arrangement should not be introduced in regard to leave and transfers. It is suggested that—

(a) Local Governments should grant any kind of leave to Superintendents, provided that when an officer was required from the leave reserve to fill the vacancy, the leave should not be granted unless and until the Inspector General was able to supply him.

(b) The Inspector General should be authorised to grant privilege leave to officers serving under him, and to transfer any available officer on the leave reserve to fill a temporary vacancy either on his own staff or in the Provinces.

(c) The Government of India to sanction and notify first appointments or postings, confirmation of probationers, transfer of Imperial officers and of officers from one Province to another, and long leave to Imperial officers.

(2) The circular requires that the Inspector General should be consulted before transfers within a Province are made. This seems unnecessary, though he should, of course, be kept informed of any changes in postings and transfers of charge. If similar information is required by the Secretariat, (which seems doubtful), it might be sent up unofficially by the Inspector General.

(3) In File No. 8 the Inspector General submitted for sanction an application for 3 months leave to a European non-gazetted laboratory assistant at Muktesar. Such cases, it is suggested, should be left to the Inspector General to deal with when they do not involve the recruitment of an officiating officer from Europe.

(4) Under the examination rules Local Governments may extend the period within which a veterinary officer is required to

pass his examination in the vernacular. The same discretion might be given to the Inspector-General in respect of officers serving under him. The practice of reporting to the Secretariat the date on which an officer passes his examination in the vernacular (File No. 135) appears to be unnecessary.

(5) The Inspector General is frequently called upon to engage or recommend veterinary practitioners not in Government employ for Government departments (File No. 68), or neighbouring Colonial Governments (Files Nos. 3 and 170), and the Secretariat acts merely as a channel of communication. In such matters the departments concerned should deal directly with the Inspector General, and the Colonial Governments (Straits Settlements, etc.) might be invited to follow, or instruct their officers to follow, the same procedure when no question arises on which it is particularly desired to consult the Government of India.

25. Nineteen files connected with horse and cattle breeding: of which 11 relate to cattle-breeding and the supply of bulls and stallions; and 8 to horse fairs and shows.

(1) Such matters as the purchase of cows for Port Blair (File 37) should, it is thought, be settled by the parties concerned in direct communication with the Inspector General, as is done in the case of the supply of mules and bullocks to the Army department from the Hissar Farm (File 10 of 1905).

(2) In the case of horse fairs, the Inspector-General sends up for sanction his proposals for the distribution of the government grant (File 107), and subsequently submits lists of fairs and reports any changes in the dates on which they are to be held, etc. (Files 24, 25 and 125). The distribution of the Imperial grant, which is a small one (about Rs. 4,000), might be left to the Inspector General; and since all the information likely to be required in the Secretariat on the subject of horse and cattle fairs is given in the annual veterinary reports, the submission of the list might be discontinued. Detailed information could always be obtained unofficially if required from the Inspector General's office.

(3) The Inspector General also reports, (File 112), changes in the prospectuses and rules for these shows made by Local Governments under the authority of Circular No.

641-79, dated 28th June, 1904. As these would appear, if important, in the Local Governments' proceedings, the procedure in question would seem to be unnecessary.

26. Twelve files connected with Educational matters.

(1) The annual examination of students at each veterinary college is carried out by a Board of veterinary officers selected by the Inspector General, who reports his nominations for the sanction of the Government of India (File 51). This seems to be a matter which the Inspector General might be left to settle in communication with Local Governments subject to any rules which the Department may consider necessary. Should any difficulties arise in obtaining the services of officers, etc. they could be represented unofficially by the Inspector General.

(2) He also submits the results of each examination (Files 9 and 41). As these are fully reviewed in the annual reports, it does not seem necessary that the detailed results should be submitted to the Government of India unless any questions arise calling for their orders. Any remarks and recommendations which he may desire to submit upon them for the consideration of the Local Government concerned should be addressed to it direct.

27. Eight files regarding legislative measures against animal diseases.

Beyond the suggestion made in paragraph 21 that the working of the Glanders and Farcy Act might be left more completely in the hands of Local Governments, no remarks are called for under this head.

28. Thirty-eight files dealing with reports, publications etc.: of these 22 relate to periodical reports and returns; 9 to the transmission of occasional professional reports; and 7 to the supply of official publications, information, etc.

(1) The present procedure in connection with Provincial Veterinary Administration Reports took shape when the veterinary department was more exclusively devoted to horse-breeding than it now is, and appears to be capable of simplification. These reports are sent direct to the Inspector General and reviewed by him in his annual report. They are also submitted through the Director of Agriculture to the Local Government and by the latter to the Government of India who refers them to the Inspector General for his remarks but does not as a rule pass any

orders upon them. Provincially the head of the veterinary department is the Director of Agriculture, and his annual report should contain a full account of the veterinary section of his department. The veterinary reports might even appear in full as an appendix to his report. If this were done, the Government of India would have in the Director's report and the Inspector General's review all the information they require regarding the progress of veterinary administration in the Provinces, and the separate submission to them of Provincial veterinary reports could be dispensed with.

(2) In regard to the printing and distribution of departmental publications and supply of information, the remarks made in paragraphs 20 (4) and 23 of the memorandum dealing with "Agriculture" apply here.

29. Seven files dealing with miscellaneous professional matters chiefly initiated in or concerning other departments.

These do not call for remark.

A. R. TUCKER.



I submit a note by Mr. Tucker on the Civil Veterinary Department, which has been considered and concurred in by my Committee.

2. Paragraphs 1-18 of this will form our Memorandum to the Royal Commission. The suggestions in paragraphs 18A-21 will, if the Revenue and Agricultural Department concur, be brought forward by me on the Commission. The remaining paragraphs relate to matters which the Revenue and Agricultural Department might deal with independently; but I would ask that their consideration be deferred till orders have been passed *re* paragraphs 18A-21.

W. S. MEYER,—12-10-07.

It is necessary to read at present only the first 21 paragraphs of Mr. Tucker's memorandum and to consider only paragraphs 18A to 21. Colonel Pease is away on tour, and I venture to think that there is no need to delay this file (which is urgent) in order to consult him, for I do not think that this Department need raise any objection to the suggestions made by Mr. Tucker being referred to the Royal Commission. I note merely that the suggestion in paragraph 19 is primarily one for Local Governments to consider. The Government of India, I think, still adheres to the policy that District Boards should be closely associated with veterinary work (see for instance Hon'ble Member's note of 30th May last in File 66 of 1907), but it has been content to be guided by the opinions of the Local Governments in the matter.

C. A. INNES,—23-10-07.

I agree that the points in paragraphs 18A-21 might well be referred to the Royal Commission, though this Department need not at present commit itself to a final expression of opinion about them. I am myself inclined to think—

- (1) that the suggestion in 18A is sound;
- (2) that for the present Veterinary Assistants should be under the control of the Provincial Government for the following reasons:—
 - (a) that their service may be pensionable,
 - (b) that it may be easier to concentrate them in case of an outbreak of disease,
 - (c) for the sake of greater efficiency.

There is the analogy of the Subordinate Medical Service, and the case is all the stronger for Veterinary Assistants who will be mainly paid for by the grant from Imperial funds. But Hon'ble Sir Denzil Ibbetson and, I understand, Hon'ble Member take a different view.

- (3) that the Imperial Veterinary Officers serving under Local Governments should be provincialised;
- (4) that we might risk trusting Local Governments to the extent suggested in paragraph 21.

I agree if it is possible. The difficulty lies in provincialising a staff of one or two people.

Yes.
J. O. M.

J. WILSON,—23-10-07.

Mr. Tucker mentions that the United Provinces and Central Provinces are the only Provinces that still act on the principles originally laid down, and I imagine that in both cases I have a certain share of responsibility for the opposition to the departmentalism which has gained the day in other Provinces. I shall not be surprised if the Central Provinces follow suit; Mr. Craddock's ideas being, I imagine, much the same as Mr. Wilson's.

2. For my own part I attach much more importance to the question of local control than of departmental efficiency and if control is to be real at all it must extend to the regulation of the promotion and transfer of the officials employed.

3. I fully admit that the arguments in favour of centralising the administration of the Department under Local Governments are strong—so strong that they will probably prevail ultimately unless the Decentralisation Commission succeed in imbuing the administration with a different spirit towards this and cognate questions.

4. There is no objection to the points raised by Mr. Tucker being referred to the Commission. The history of the matter is instructive. The establishments were originally made local on grounds of economy (other reasons were given as well but the real reason in my opinion that it was supposed to be easier to get sanction if the establishments were debited to Local Funds). As the work proceeded greater efficiency was arrived at and for this purpose the Head of the Department naturally thought that he required more control—that the establishments in fact were his and not the Board's.

5. I have already held that control should follow payment. I have no objection to a Provincial establishment when the Provinces choose but I should try

to foster local establishments as much as possible, and to leave their control to District Boards. If the Decentralisation Commission can show us how to increase local control without altogether weakening the efficiency of the various departmental services they will have accomplished a great work. The present case deals with only a very small aspect of a very big problem.

J. O. MILLER,—24-10-07.

Let Mr. Tucker see, and then print the Revenue and Agriculture notes along with the suggestions part of the memorandum.

W. S. MEYER,—26-10-07.

Seen.

A. R. TUCKER,—26-10-07.





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